

time needed to comply with paperwork requirements. In addition, the cost of environmental regulation—about 1/4 of the cost puzzle—is estimated in EPA's study, *The Cost of a Clean Environment* (1990), in annual estimates by the Department of Commerce, and by other sources. Finally, regulatory accounting should not create a resource drain for OMB. OMB should issue guidelines requiring the agencies to compile needed information, just as OMB does in the fiscal budget process.

This regulatory accounting provision requires OMB to do a credible and reliable report on the costs and benefits of Federal regulation. First, subsection 625(a)(1) requires OMB to provide estimates of the "total annual" costs and benefits of Federal regulatory programs. This includes those regulatory costs and benefits that will impact the nation during the upcoming fiscal year. These costs and benefits would include impacts from rules issued before this upcoming fiscal year, not just new rules. OMB should do its best to estimate and quantify that figure on the cost side, and to explain what benefits we are getting for the costs of these programs.

When estimating the costs and benefits of "Federal regulatory programs," OMB should use the valuable information already available, and supplement it where needed. Where agencies have or can produce detailed information on the costs and benefits of individual programs, they should make full use of this information. For example, EPA produces reports on the costs of their major environmental programs. Since EPA has program-by-program information, EPA should include such detail in its estimates. Other agencies may not have program-by-program estimates of costs and benefits, nor be capable of producing it, so they may need to rely on less detailed information. I expect a rule of reason will prevail: Where the agencies can produce detail that will be informative for the Congress and the public, they should do so. Where it is extremely burdensome to provide such detail, broader estimates should suffice. Information generated during the public comment period should assist OMB.

Subsection 625(a)(3) requires OMB to assess the direct and indirect impacts of Federal rules on the private sector, State and local government, and the Federal Government. As many studies show, regulatory impacts go beyond compliance costs. Regulation also creates a drag on real wages, economic growth, and productivity. Complex economic models can quantify these adverse impacts. However, OMB is not mandated to devote vast resources to create such models. Instead, OMB may use available reports, studies, and other relevant information to assess the direct and indirect impacts of Federal rules. In addition, OMB should discuss the serious problems posed by unfunded federal mandates for State, local and tribal governments. OMB

should inform Congress of its efforts to address these problems. Ultimately, OMB must provide Congress with a credible accounting statement on the regulatory process. This report should show clearly the benefits and burdens of the regulatory process, and it should help Congress to see which programs are cost-effective and which are wasteful.

We have received a copy of OMB's first draft report prepared under last year's Stevens Amendment. The draft is an important first step, and I agree with many recommendations it provides. For example, I strongly agree that OIRA should lead an effort to raise the use and quality of agency analyses for developing regulations. I also agree that OIRA should develop a database on the costs and benefits of major rules and a system to track the net benefits of all new federal regulations and reforms of existing regulations. This information could be used to determine what improvements to recommend. However, I also think that there are several more areas that would be fruitful for OMB to consider. First, OMB should estimate the total costs of all federal mandates, not just environmental, health, safety and economic regulation. In particular, OMB should estimate the entire costs of paperwork, including from tax collection. Second, OMB should estimate, where feasible, the quantifiable indirect costs and the indirect benefits of regulation. This includes, for example, the costs associated with product bans and marketing limitations, as well as the indirect benefits associated with the preservation of endangered species. Third, OMB should examine the impact of regulation on wages, innovation, employment, and income distribution, including employment impacts on particular sectors of the economy. OMB should leverage the expertise and resources of other agencies, especially the President's Council of Economic Advisors, to do these analyses. Finally, OMB should do more to recommend improvements to the regulatory process, as well as particular programs and regulations. OMB does not have to be omniscient to propose such improvements, and its recommendations do not have to be based on perfect empirical data. Let's also use common sense and work together for the public good.

In closing, I should note that this regulatory accounting provision is founded on broad support. Last year's Stevens amendment was adopted by voice vote. It was modeled on more detailed provisions strongly supported in the 104th Congress—in the Roth bill, S. 291, the Dole-Johnston bill, S. 343, and the Glenn-Chafee bill. Regulatory accounting is widely endorsed—by those who labor under the growing regulatory burden, as well as by those who want to assure the benefits of regulation and to enhance the public's right to know about important governmental decisions.

Mr. CAMPBELL. Mr. President, under a prior unanimous consent, all

Members were advised that there would be debates tonight on the amendments that many of them had said they wanted to pursue. Several Senators have said they were going to be here this evening to do that. Unfortunately, we cannot find them. We don't know where they are. We called their offices. They are not down here to debate their amendments. So, with consultation with Senator KOHL, we are prepared to just close us down tonight.

Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. SESSIONS. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. SESSIONS. Mr. President, I ask unanimous consent to proceed for 5 minutes as in morning business.

The PRESIDING OFFICER. Is there objection? Without objection, it is so ordered.

NATION OF EXPLORERS

Mr. SESSIONS. Mr. President, I rise today to honor the men and women whose work contributes to our nation's great space program. Their contributions have made the first seventeen days of the month of July a high point of public interest and enthusiasm. I would like to share with my colleagues some observations of these contributions.

Earlier this week, I visited NASA's Marshall Space Flight Center in Huntsville, AL, and spent a few minutes talking with three of the astronauts on board of the Space Shuttle Columbia. Members of my staff viewed their launch on July 1 from the Kennedy Space Center in Florida. It was another great launch and another great milestone for Columbia and our shuttle program. In case you missed the landing on CNN, Columbia returned safely to Earth at approximately 7:15 a.m. this morning. While in orbit, the crew conducted world class research in areas which are so critical to our future success in the global economy—biotechnology, materials science, and combustion research. This research is vitally important, and here is why:

It is hard to understate the importance of the biotechnology research when you consider the hundreds of proteins in the human body. We currently understand the structure of about 1 percent of these proteins. If scientists can decipher the exact structure of a protein, they can determine how it works with other proteins to perform a specific function. For example, by studying a protein that is part of a virus, they can learn how that virus attacks plants or animals. To do this, however, scientists must grow near-perfect crystals of that protein. While some can be done quite easily on

Earth, some are distorted by gravity. During Columbia's mission, protein growth experiments grew large quantities of various proteins. These experiments are designed to improve our knowledge and lead to breakthroughs in diabetes, bronchial asthma, AIDS, various kinds of inflammation, and Chagas disease, a disease affecting 20 million people worldwide but most prevalent in Latin America and making its way into the United States.

Materials science has unlimited potential. Historically, mankind's development has been tied to the development of new materials since the dawn of time—the "Stone Age", the "Iron Age", the "Bronze Age." As humanity matures into the "space age," the need for new materials is as important and evolutionary as ever. The key to materials science research is understanding how the structure of a material forms and how this structure affects the properties of the material. On Earth, sedimentation and buoyancy cause uneven mixing of the ingredients of the material and can deform the structure as it solidifies. Imperfections in the structures of metals and alloys can affect mechanical strength or resistance to corrosion, while similar flaws in glasses and alloys can make them easier to crack or break. In microgravity, sedimentation and buoyancy are reduced or eliminated, enabling investigators to learn how these factors affect the final structure of the material. The knowledge gained from the studies on board Columbia will be used to improve materials processing on earth. These are the materials which will allow us to chart the great unknowns of space in the decades ahead.

The third area of world-class research was conducted in combustion, which accounts for approximately 85 percent of the world's energy production and a significant percentage of the world's atmospheric pollution. Combustion plays a key role in processes involved in ground transportation, spacecraft propulsion, aircraft propulsion, and hazardous waste disposal. However, despite many years of study, we have only a limited understanding of many fundamental combustion processes. The results from experiments in these areas will help NASA design engines for cleaner air and more fuel efficiency. Just a tenth of 1 percent increase in the ability to burn fuel more efficiently can more than pay the cost of a shuttle mission and help keep the environment cleaner as well. We spend hundreds of billions of dollars each year on oil and every penny saved is a penny that stays right here in America.

All of these experiments I just mentioned, Mr. President, were performed inside Spacelab, a joint venture of NASA and the European Space Agency. Investigators representing 32 universities, 12 commercial industries and five government agencies participated in the 33 microgravity experiments in Spacelab. This mission was a bridge be-

tween the activities currently possible on Spacelab and those of a much longer duration but with similar international cooperation that will take place on International Space Station.

This mission caused no great fanfare like the Mars mission is continuing to cause. Like many of you, I greatly enjoyed watching the coverage of the landing of the Pathfinder with my family over the Fourth of July weekend. I felt a special pride at this event. The Mars mission is a uniquely American accomplishment and has captured the imagination and attention of the world. I look forward to the day when the United States sends a manned mission to Mars. America must continue to be a nation of explorers, carrying out the traditions of discovery embodied by Lewis and Clark, and the other great explorers. So much depends on our leadership and the dedication of thousands of men and women working on projects large and small that will lead us to new frontiers in space.

This morning, NASA Administrator Dan Goldin addressed the Republican Freshman Caucus. We discussed with him many of NASA's visionary projects and the future need for the International Space Station as a bridge to future exploration. On the Space Station, NASA will learn how to keep astronauts safe and healthy for long periods of time. They will learn how to shield astronauts from radiation. They will learn more about how to combat the bone loss astronauts experience after they have been in orbit for just a short period of time. And they will learn how to deal with medical problems, such as blood loss, a virus or bacterial infection, and surgical procedure. These are all things that we must be prepared for if we are to send men and women in space for long periods of time. Mr. Goldin praised astronaut Michael Foale, our astronaut abroad the Mir space station, as a true American hero. Foale is demonstrating to the world that U.S. astronauts are prepared to deal with adversity and hardship. He stressed that our children are seeing a drama in real time that is as fascinating to them as the drama we followed aboard Apollo 13 many years ago. Mr. Goldin assured us, however, that he has three teams examining the safety factors of the Mir and that all must sign off before any more U.S. astronauts are placed on board. He has confidence in the crew and confidence in the Mir, he strongly believes we must stay the course.

Each Senator in attendance received a copy of the first photograph to be returned from Mars. I understand Mr. Goldin will be sending one to each Member of this body. He also proudly stated that NASA's Internet site on this mission has received over 300 million hits during its first five days, breaking all records for an Internet site. This mission has united the world in its interest. It has sparked the imagination of a new generation of space adventurers, and only time will tell how far they will go.

In conclusion, Mr. President, I believe the Mars mission symbolizes the very best of America. It transcends politics and demonstrates the cutting edge technology that has made our Nation the forerunner in space exploration. This is truly the way we want the world to see us, isn't it? Space is the key to the image and the future of this nation in the 21st century and beyond. We must have national leadership, a keen vision, clear-cut goals, and a strong commitment from this and the Congresses to follow. We must be willing to pay the price necessary to realize our dreams and the dreams and goals of our children. Where will we be in just 20 years from now? Mr. Goldin and his employees at NASA have the vision that will take us beyond the fringe of the universe and, along the way, will provide untold benefits for mankind.

We are indeed a nation of adventurers and the crew of Columbia, the scientists at JPL and U.S. astronaut Michael Foale are setting the azimuth and cutting the trail for us to follow. The question is "Will we heed the signs and run the risks to get to the other side?" I believe our nation is ready for that challenge and will meet it in every way.

Mr. President, I yield the floor.

The PRESIDING OFFICER. The Senator from Colorado.

TREASURY AND GENERAL GOVERNMENT APPROPRIATIONS ACT, 1998

The Senate continued with the consideration of the bill.

AMENDMENT NO. 942

(Purpose: To provide for a national media campaign focused on preventing youth drug abuse)

Mr. CAMPBELL. Mr. President, I send an amendment to the desk on behalf of Senator HATCH and ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report the amendment.

The assistant legislative clerk read as follows:

The Senator from Colorado [Mr. CAMPBELL], for Mr. HATCH, proposes an amendment numbered 942.

Mr. CAMPBELL. Mr. President, I ask unanimous consent that the reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

At page 47, line 19, strike all after "Appropriations" to page 48, line 1 at "Provided".

In lieu thereof, insert "and Judiciary of the House of Representatives and the Senate that includes (1) a certification, and guidelines to ensure that funds will supplement and not supplant current anti-drug community based coalitions; (2) a certification, and guidelines to ensure that none of the funds will be used for partisan political purposes; (3) a certification, and guidelines to ensure that no media campaigns to be funded pursuant to this campaign shall feature any elected officials, persons seeking elected office, cabinet-level officials, or other Federal officials employed pursuant to Schedule C of 5